DOCUMENT RESUME

ED 232 528 HE 016 422

AUTHOR Anderson, Sandra M.; Andrew, Loyd D.
TITLE A Study of the Relationship between the Cost of Operation of Statewide Boards for Higher Education and the Cost of Administration in Public Institutions of Higher Education. ASHE 1983 Annual Meeting Paper.
PUB DATE Mar 83
NOTE 48p.; Paper presented at the Annual Meeting of the Association for the Study of Higher Education (Washington, DC, March 25-26, 1983).
PUB TYPE Reports - Research/Technical (143) -- Speeches/Conference Papers (150)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *Administrative Organization; Board of Education Role; *College Administration; Costs; Educational Finance; Expenditures; Higher Education; National Surveys; *Operating Expenses; Public Policy; *Resource Allocation; *State Boards of Education; *State Colleges; Tax Allocation
IDENTIFIERS *ASHE Annual Meeting

ABSTRACT

A study of the relationship between the operating costs of statewide boards for higher education and the administrative costs of institutions of higher education in 50 states is described. The analysis focuses on 61 statewide boards for higher education and 1,472 public institutions. The research design involves controlling for such variables as amount of state money allocated for board operation, type of board, age of board, and load adjusted support level appropriation and tuition revenues per full-time equivalent student. The statistical techniques are designed to isolate those variables that may affect the proportion of total educational expenditures devoted to administration. Preliminary analysis reveals that the percent of state appropriations for higher education for central operations appears to be in line with the type of board, and governing boards generally receive a greater percent of state appropriation than do coordinating boards. Preliminary data on 14 states seem to indicate that those states that do better in funding higher education have relatively better funded boards. Descriptive information is included on the following: findings from the literature, statewide higher education boards of the 50 states, public policy terms, and data sources and research techniques. (SW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED232528

HE016422

A STUDY OF THE RELATIONSHIP BETWEEN THE COST OF OPERATION OF STATEWIDE BOARDS FOR HIGHER EDUCATION AND THE COST OF ADMINISTRATION IN PUBLIC INSTITUTIONS OF HIGHER EDUCATION

Sandra M. Anderson

Loyd D. Andrew

Virginia Polytechnic Institute and State University

March, 1983

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Sandra M. Anderson
Loyd D. Andrew

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

ASHE Association for the Study of Higher Education
The George Washington University/One Dupont Circle, Suite 630/Washington, D.C. 20036
(202) 296-2597

This paper was presented at the Annual Meeting of the Association for the Study of Higher Education held at the Washington Hilton in Washington, D.C. March 25-26, 1983. This paper was reviewed by ASHE and was judged to be of high quality and of interest to others concerned with the research of higher education. It has therefore been selected to be included in the ERIC collection of ASHE conference papers.

ABSTRACT

This study is designed to determine if there is a relationship between the operating costs of statewide boards for higher education and the administrative costs of institutions of higher education in fifty states. Bowen and others have shown that administrative expenditures as a percentage of total educational expenditures have grown over time, thereby reducing relatively the funds available for instruction. However, no systematic research has been conducted to investigate one possible explanation for this increase in administrtive costs, though there has been considerable concern about the benefits and costs of statewide boards for higher education.

The design of the study involves controlling for such variables as amount of state money allocated for baord operation, type of board, age of board, and load adjusted support level appropriation and tuition revenues per full-time equivalent student. Data for the study will be collected primarily from HEGIS tapes on financial statistics and institutional characteristics, and from appropriation acts for each of the fifty states. Several statistical techniques will be employed to isolate those variables which may affect the proportion of total educational expenditures devoted to administration, including crosstabulation, bivariate, and multivariate analyses.

"In general, the greater the central demand for statistics, returns, and reports, the larger must be the staff needed if only for filing them. If they are to be digested and analyzed, that means more staff and any consequent action will mean more staff again. As collection, analysis, action, and follow-up all represent successive degrees of control, the size and cost of the head office staff would seem to indicate, roughly, how much control there is. Where there is too much, it will probably cost too much."

C. Northcote Parkinson (1962)

INTRODUCTION

Parkinson has observed that where there is too much central control, it will probably cost too much. A review of the recent Carnegie Foundation for the Advancement of Teaching report on academic governance has indicated that there is a great deal of central control of higher education institutions. The report has described the stepped-up requirements from state agencies as being "suffocating" for institutions and has criticized their demand for greater accountability from public colleges and universities (Scully, 1982). Overregulation of institutional affairs, according to the report, is inappropriate in a period of retrenchment, and institutions would more likely respond positively to incentives in striving for erficiency in their operations.

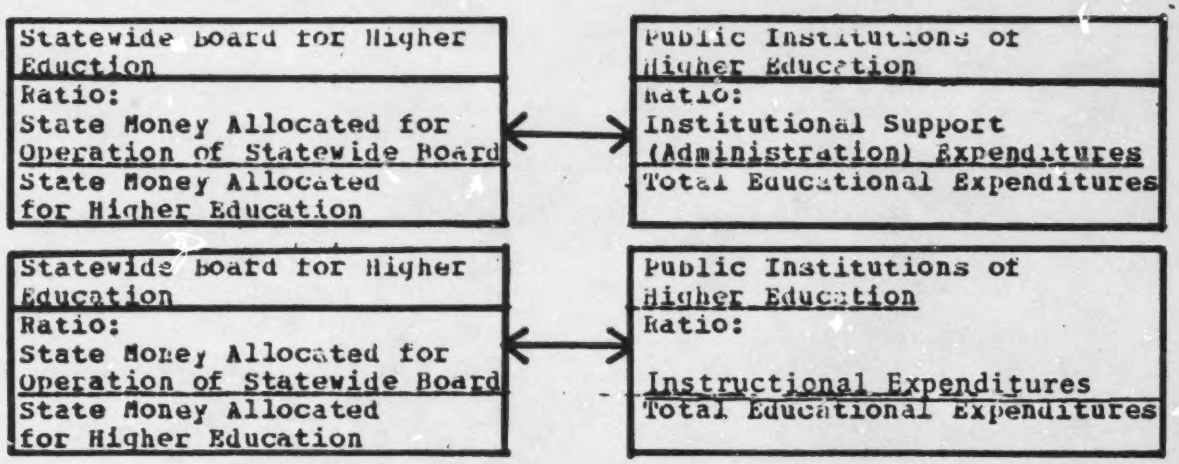
This study addressed one aspect of the relationship between institutions and state agencies for higher education, as described by the Carnegie Foundation report and, in a sense, by Parkinson's "law." Specifically, the purpose of the study was to examine the relationship between the costs of operating statewide boards for

higher education and the costs of administration for public colleges and universities. The results presented in this paper are preliminary and represent only part of the first set of findings.

OBJECTIVES

There were two objectives: first, to determine the relationship between state allocations for the operation of coordinating or governing boards and expenditures for the administration of public institutions of higher education; and second, to determine the relationship between state allocations for the operation of coordinating or governing boards and expenditures for instruction in public institutions of higher education.

The two relationships are diagrammed as follows:


Statewide Board for Higher Education
Ratio:
State Money Allocated for Operation of Statewide Board
State Money Allocated for Higher Education
Public Institutions of Higher Education
Ratio:
Institutional Support (Administration) Expenditures
Total Educational Expenditures
Statewide Board for Higher Education
Ratio:
State Money Allocated for Operation of Statewide Board
State Money Allocated for Higher Education
Public Institutions of Higher Education
Ratio:
Instructional Expenditures
Total Educational Expenditures

PERSPECTIVES

Development of Statewide Boards. Statewide boards are not a new phenomena in higher education. The University of the State of

New York has had a coordinating board since 1784. Michigan, Wisconsin, Montana, and Nevada established boards during the nineteenth century (Williams, 1980). By the end of World War II, seventeen states had established some form of central higher education agency (Millard, 1976) and forty-eight of the fifty states had such agencies by 1969 (Glenny, 1971). At the present, forty-seven states continue to fund some form of state-wide board for their systems of higher education. Delaware, Vermont, and Wyoming have no state level coordinating or governing boards (Education Commission of the States, 1981).

Power of Statewide Boards. The amount and range of power given to coordinating and governing boards appears to vary widely from state to state and is hard to define. Berdahl (1971), in an attempt to delineate the power of statewide boards, has developed a typology of states based on the degree of centralized coordinating authority these boards exercised over all senior public institutions within the states. Berdahl's typology is shown in Table 1. He has observed that generalization about a particular board's powers was difficult because a variety of subtle historical, educational, and political factors determine what set of powers actually operate at a given time. Berdahl's classification system was based primarily on research that described the powers in terms of laws and executive orders, not in terms of resources (staff and monies) allocated to carry out the orders. Halstead (1974), who refined Berdahl's typology, also relied on descriptive or qualitative assessments of boards' powers.

Table 1

Berdahl's Typology of States Divided on the Basis of the Degree of Centralized Coordinating Authority Exercised Over All Senior Public Institutions

I. States which have neither a single coordinating agency created by statute nor a voluntary association performing a significant statewide coordinating function.

II. States in which voluntary statewide coordination is performed by the institutions themselves operating with some degree of formality.

III. States which have a statewide coordinating board created by statute but not superseding institutional or segmental governing boards. This category is divided into the following subtypes:

a. A board composed in the majority of institutional representatives and having essentially advisory powers.

b. A board composed entirely or in the majority of public members having essentially advisory powers.

c. A board composed entirely or in the majority of public members and having regulatory powers in certain areas without, however, having governing responsibility for the institutions under its jurisdiction.

IV. States which have a single governing board, whether functioning as the governing body for the only public senior institution in the state or as a consolidated governing board for multiple institutions, with no local or segmental governing bodies.

(Berdahl, 1971)

Popularity of Statewide Boards Types. State support of the three types of statewide boards that Berdahl has described in his typology has continued to change. As Glenny and Hurst (1971) have observed, voluntary agencies were often formed but were usually only temporary despite their advantage of allowing for maximum institutional freedom while providing the minimum coordination necessary for obtaining state funds. The oldest and most persistent type of statewide board, the single board for governing all public institutions in a state, has also been the most problematic for in order to create a single governing board, all public institutional boards in existence usually had to be abolished. The most popular type of statewide board subsequent to World War II, the coordinating board, provides for coordination by a superboard and allows for governing boards to continue to operate over individual institutions or groups of institutions. Thus, coordinating boards have grown in popularity because of the relative ease with which they can be established and because of their ready acceptance by institutions. Table 2 shows both the evolutionary development of statewide boards and the change in popularity between the three types.

Between 1940 and 1974, coordinating boards steadily gained favor. Currently, thirty-five coordinating boards and twenty-six governing boards are in existence in forty-seven states (Education Commission of the States, 1981). Delaware, Vermont, and Wyoming do not have coordinating or governing boards. A number of states have one type of board for the community college system and

Table 2

Number of States Classified by Type of Statewide Structure for Coordination in Higher Education for Selected Years, 1940-1974

Type of Coordinating Structure	1940	1950	1960	1965	1970	1974
No board	33	28	17	7	2	2
Voluntary association	0	3	6	3	2	1
Advisory coordinating agency	1	1	5	11	13	11
Regulatory coordinating agency	1	2	6	12	14	17
Consolidated governing board	13	14	16	17	19	19
TOTAL	48	48	50	50	50	50

(Berdahl, 1975)

another type of board for the college and university system. Table 3 shows the states classified by type of statewide board or boards.

Areas of Responsibility of Statewide Boards. Although the amount and range of statewide boards' power appears to vary widely, there are three major areas for which boards have some responsibility that is either prescribed by law or developed as policy. These are planning, program approval, and budget development (Millard, 1976). Statewide boards have been given authority in these areas, as Harcleroad (1975) has observed, to deal with the expansion of and provide for the orderly growth of public higher education.

CONCEPTUAL FRAMEWORK AND SIGNIFICANCE OF STUDY

Ratio of Front-line Expenditures to Backup Expenditures. According to Howard R. Bowen (1980), the increase in the ratio of front-line expenditures to backup expenditures over the last few years may be "an important barometer of the progress and health of higher education" (p. 10). Front-line expenditures are for the salaries of those who deliver the basic service of colleges and universities, namely, the direct education of students. Backup expenditures are for supportive services and are intended to create "the general institutional environment in which the basic service can flourish" (p. 9). (See Table 4 for Bowen's ratio of front-line expenditures to backup expenditures.)

Other observers of higher education have expressed more specific concerns about changes in the expenditures of academic

Table 3

States Classified by Type of Statewide Structure for Coordination or Governance in Higher Education for Selected Year, 1981

Consolidated Governing Boards - All Public Institutions	Consolidated Governing Boards for Senior Institutions - Separate Agencies for Community Colleges	Consolidated Governing Boards for Community Colleges	Coordinating Boards	No Board
Georgia	Arizona	Minnesota	Alabama	Delaware
Hawaii	Florida	North Carolina	Alaska	Vermont
Idaho	Iowa	South Carolina	Arizona[b]	Wyoming
Maine	Kansas	Virginia	Arkansas	
Massachusetts	Mississippi	Washington	California[c]	
Montana[a]	North Carolina	Wisconsin	Colorado	
North Dakota	Winconsin		Connecticut	
Nevada			Florida[b]	
Rhode Island			Illinois[d]	
South Dakota			Indiana	
Utah			Iowa[b]	
West Virginia			Kansas[b]	
			Kentucky	
			Louisiana	
			Maryland[d]	
			Michigan[d]	
			Minnesota	
			Mississippi[b]	
			Missouri	
			Nebraska	
			New Hampshire	
			New Jersey	
			New Mexico	
			New York	
			Ohio	
			Oklahoma	
			Oregon	
			Pennsylvania[e]	
			South Carolina	
			Tennessee	
			Texas	
			Virginia	
			Washington	

[a]Coordinating authority over community colleges.

[b]Coordinating board for community colleges.

[c]Advisory Board.

Table 3 (continued)

[d]Coordinating board for senior institutions, second coordinating board for community colleges.

[e]Governing for state owned, coordinating for state-related.

(Education Commission of the States, 1981)

Table 4

Description of Howard R. Bowen's Ratio of Front-line Expenditures to Backup Expenditures

Direct Expenditures for Instruction and Departmental Research (Employees: Salaries, Wages, and Fringe Benefits)
Expenditures for Instruction + Student Services + Scholarships and Fellowships + Academic Support + Institutional Support + Operation and Maintenance of Plant (Employees: Salaries, Wages, and Fringe Benefits; Vendors: Purchased Goods and Services)

Note: Index derived from data on the distribution of total education expenditures for all U. S. institutions as reported by the National Center for Education Statistics in its Digest of Educational Statistics (1976) and data from a variety of sources, including reports supplied by numerous institutions.

(Bowen, 1980)

resources. Cheit (1975) has noted a trend toward increased administrative costs beginning as early as 1959-1960. In a presentation for the Southern Regional Education Board Legislative Work Conference he said, "Aggregated data for all institutions confirm what a look around campus, or at the telephone directory, suggests--relatively more money is going into administration" (p. 30). His analysis showed that from 1959-1960 to 1971-1972, total current fund income of colleges and universities rose about fivefold, from 5.6 to 25.6 billion dollars. The portion of that income spent for educational and general purposes declined about six percent, from 80.5% to 75.1%, while the share given to general administration rose by thirty percent. In a more recent analysis, Minter and Bowen (1982) have reported a decrease in the percentage of expenditures going to instruction and a slow increase in the percentage going to general administration. They observed that expansion has occurred not because academic leaders desired it, but because of the imposition of new functions and obligations on the institutions.

According to Scully's (1982) review of the Carnegie Foundation report on academic governance, one of the sources of these new functions and obligations is state agencies' stepped-up requirements in the pursuit of greater accountability from public colleges and universities. Therefore, it would appear useful to determine whether statewide board expenditures for operation are related to institutional expenditures for administration. It seems that these expenditures would be related since the more

money a board has, the more staff it can afford, which in turn probably means that more questions can be asked. This asking, in turn, generates more staff at the institutional level to respond to the questions.

METHODOLOGY

Is the relationship hypothesized in the preceeding section in fact operating? The purpose of this study was to answer that question. In order to do so, it was necessary to develop a ratio that would allow closer examination of the trend toward increased expenditures for administration at the institutional level. (See Table 5 for the ratio of administrative expenditures to total educational expenditures.)

Research Questions. The research was guided by the following three questions:

1. Is there a relationship between the cost of operation of statewide boards for higher education and expenditures for administration and instruction respectively at the institutional level?

2. Is there a relationship between the cost of operation of statewide boards for higher education and board type?

3. What other factors have a significant effect on the ratio of administration expenditures to total educational expenditures and on the ratio of instruction expenditures to total educational expenditures?

The following six procedural questions and ratios were used to structure the gathering of the data:

Table 5

Description of Ratio of Administrative Expenditures to Total Educational Expenditures

Expenditures for Institutional Support (Administration)
Expenditures for Instruction + Academic Support + Student Services + Institutional Support + Operation and Maintenance of Plant + Scholarships and Fellowships

Note: Index derived from functions listed on the Higher Education General Information Survey on Financial Statistics of Institutions of Higher Education for Fiscal Year Ending 1981 (NCES Form 2300-4, 6180).

1. What percentage of total state funds appropriated for public systems of higher education in 1980-1981 did each of the statewide boards receive for their operation?*

$$\frac{\text{State Allocations for Operation of Statewide Boards for Higher Education}}{\text{State Allocations for Public Systems of Higher Education}}$$

2. What percentage of total educational expenditures did public institutions by state spend for administration in 1980-1981?

$$\frac{\text{Institutional Support (Administration) Expenditures}}{\text{Total Educational Expenditures}}$$

3. What percentage of total educational expenditures did public institutions by state spend for instruction in 1980-1981?

$$\frac{\text{Instruction Expenditures}}{\text{Total Educational Expenditures}}$$

4. What is the relationship between the percentage of total educational expenditures spent for administration and the percentage of total educational expenditures spent for instruction in public institutions by state in 1980-1981?

$$\frac{\text{Institutional Support (Administration) Expenditures}}{\text{Total Educational Expenditures}} \lessgtr \frac{\text{Instructional Expenditures}}{\text{Total Educational Expenditures}}$$

5. What is the relationship between the percentage of total state funds appropriated for public systems of higher education in 1980-1981 that statewide boards received for their operation and the percentage of total educational expenditures that public institutions spent for administration in 1980-1981?

---

*At this point in the research, it is being assumed that the major costs of and the major controls of statewide boards are mostly related to governance or coordination or public higher education.

$$\frac{\text{Institutional Support (Administration) Expenditures}}{\text{Total Educational Expenditures}} \longleftrightarrow \frac{\text{State Allocations for Operation of Statewide Board for Higher Education}}{\text{State Allocations for Public Systems of Higher Education}}$$

6. What is the relationship between the percentage of total state funds appropriated for public systems of higher education in 1980-1981 that statewide boards received for their operation and the percentage of total educational expenditures that public institutions spent for instruction in 1980-1981?

$$\frac{\text{Instruction Expenditures}}{\text{Total Educational Expenditures}} \longleftrightarrow \frac{\text{State Allocations for Operation of Statewide Board for Higher Education}}{\text{State Allocations for System of Higher Education}}$$

Research Design. Data obtained from the first three research questions were necessary for an adequate treatment of the fourth, fifth, and sixth questions.

In answering the first research question, the amount of state money allocated for the operation of statewide boards for higher education and the amount of state money allocated for public systems of higher education was determined for each of the fifty states. From these figures, the percentage of the amount of state money allocated for public higher education systems that statewide boards received for their operation in 1980-1981 was calculated. In states having two or more statewide boards, (i.e., a separate board for the community college system and a separate board for the college and university system) additional calculations were necessary in order to accommodate the complexity of the governance structure. (See Appendix A for a listing of the statewide

boards.) For the three states that do not fund statewide boards, a value of zero was assigned to the amount of money allocated for board operation.

The numerical data for the first research question were collected from sources specified in the section on instrumentation and were classified and summarized using descriptive statistics. Crosstabulation analysis was used to display the data and to facilitate the examination of the ratio for the different types of boards.

The second and third research questions entailed the collection of aggregate numerical data on administration, instruction, and total educational expenditures in each of the fifty public systems of higher education. The percentages of total educational expenditures spent for administration and for instruction respectively were calculated for each of the fifty public systems of higher education and for subsets of institutions, defined by level of offering, within the public systems. (See Appendix B for a description of the subsets of institutions.) Descriptive statistics were used to classify and summarize the numerical data and crosstabulation analysis was used to display the data.

Linear regression was used to summarize the relationship between the percentage of total educational expenditures spent for administration and the percentage spent for instruction. The relationship specified in the fourth research question was examined for each of the fifty public systems of higher education

and for subsets of institutions, defined by level of offering, within the public systems.

The relationship between the percentage of state money appropriated for public higher education systems that statewide boards received for their operation (the independent variable) and the percentage of total educational expenditures that was used for administration by institutions (the dependent variable) was examined in each of the fifty states. Multiple regression was used to analyze the relationship between the dependent variable and the set of independent variables and to describe the linear dependence of the dependent variable on the others. Table 6 presents a complete list of the set of independent variables.

In answering the final research question, the relationship between the percentage of state money appropriated for public higher education systems that statewide boards received for their operation (the independent variable) and the percentage of total educational expenditures that was used for instruction by institutions (the dependent variable) was examined using multiple regression. The set of independent variables presented in Table 6 was used in this analysis.

Variable Selection. Six variables were selected for use in this study--two dependent ratios and four independent ratios. (See Table 6.) One of the independent variables, the load adjusted support level appropriation and tuition revenues per full-time-equivalent student, includes fourteen other independent factors.

Table 6

Selected Variables Used in the Study

A. Dependent Variables	
1. $\frac{\text{Instruction Expenditures}}{\text{Total Education Expenditures}}$	
2. $\frac{\text{Institutional Support (Administration) Expenditures}}{\text{Total Educational Expenditures}}$	
B. Independent Variables	
1. $\frac{\text{State Allocations for Operation of Statewide Board for Higher Education}}{\text{State Allocations for Public System of Higher Education}}$	
2. Type of Statewide Board for Higher Education	
3. Age of Statewide Board for Higher Education	
4. Load Adjusted Support Level Appropriation and Tuition Revenues per Full-Time-Equivalent Student	

See Appendices C, D, and E for a complete description of variables.

Bowen (1980) has said that efficiency in higher education is in direct relationship to the proportion of total academic resources that goes for instruction. Cheit (1975) and Minter and Bowen (1982) have all voiced concern about the decrease in this proportion and the increasing share of academic resources that administration is receiving. The dependent variables were selected based on their appropriateness for measuring these proportions.

The first independent variable, the ratio of state allocation for the operation of the statewide board for higher education to state allocations for the public systems of higher education was selected because it has been hypothesized as a measure of the major costs related to governance or coordination of public higher education. It is suspected that the more that is spent by a statewide board for operation, the greater will be the administrative expense of institutions. The remaining three independent variables were identified as possible factors influencing institutional expenditures for administration and instruction.

Included in the two dependent ratios and in the first independent ratio are factors that control for institutional size and level of offering.

Load adjusted support level appropriation and tuition revenues per full-time-equivalent student, one of the four independent variables, is derived from fourteen measurements that represent state conditions and financial actions underlying

appropriation level for public higher education. This variable, identified as output in the model developed by Halstead (1982), measures or ranks the support level for public higher education provided by the states. (See Appendix E for a description of the model and a listing of the output by state.)

Population. The population for this study consisted of sixty-one statewide boards for higher education and 1,472 public institutions (National Center for Education Statistics, 1980) comprising fifty public systems of higher education in fifty states. The statewide boards were identified by using the Education Commission of the States (1981) report State Post-secondary Education Profiles Handbook. The 1,472 institutions of higher education were identified in the 1980-81 Education Directory Colleges and Universities published by the National Center for Education Statistics (1980). (See Appendix F for a state-by-state listing of the total number of public higher education institutions.)

The 1,472 institutions were divided into subsets, defined by level of offering, within the public systems of higher education. (See Appendix B for a description of these subsets.) The sixty-one statewide boards for higher education were identified as coordinating boards or governing boards for college and university systems, for community college systems, or for entire higher education systems. (See Appendix A for a complete list of the statewide boards.)

Instrumentation. Data for this study were gathered from a variety of sources. The major portion of the data for the study was collected from Higher Education General Information System (HEGIS) tapes of Financial Statistics of Institutions of Higher Education for Fiscal Year Ending 1981 (NCES Form 2300-4, HEGIS Series 16) and Institutional Characteristics of Colleges and Universities: 1980-81 (NCES Form 2300-1, HEGIS Series 15).

State allocations for the operation of statewide boards of higher education were determined from an examination of the 1980-1981 Appropriation Act for each of the fifty states. The appropriation acts were obtained from documents containing session laws passed by the state legislatures in 1980-1981 and in 1979-1980. Total state allocations for public systems of higher education were also determined from an examination of the appropriation acts. The M. M. Chambers report, Appropriations State Tax Funds for Operating Expenses of Higher Education, 1980-1981, was also examined for further detail on state appropriations.

The type of statewide board was defined as coordinating or governing for the entire higher education system, the college and university system, or the community college system. This information was available in the State Post-secondary Education Profiles Handbook (Education Commission of the States, 1981). The age of the statewide board was also available in the Education Commission of the States publication. Appropriation and tuition revenues per full-time equivalent student were determined from

figures given in Halstead's analysis of financial support of higher education (1982).

Method of Analysis. The Statistical Analysis System (SAS) was used to extract data from the HEGIS tapes, to input data from various other sources, and to perform the statistical analyses described in the research design for the study.

RESULTS AND CONCLUSIONS

The findings at this point in the research are incomplete. They consist essentially of what we have learned from (1) the literature concerning what is known and not known about central control of higher education and its relationship to the efficiency of higher education; and (2) an analysis of a small sample of states and their relative costs of central control of higher education.

Most of the research on central control of higher education has consisted of three types: (1) Descriptions of the types of boards set up by states to oversee higher education; (2) Evaluations of statewide board efforts; and (3) Analyses of state support for higher education. Somewhat surprising to us, we have not yet found any comparative analyses of how well state boards are funded and staffed to carry out their assignments. Thus, this study may be the first of its kind in doing such an analysis. This is exciting but also a bit frightening. There is a wide variance among state legislative offices in how they describe their appropriations for higher education. Some appropriation acts are quite detailed, others much less so. It would be

comforting to have a previous study to use as a guide. However, the works of Chambers, Halstead, and of Halstead and McCoy do provide a benchmark for some of the data that is going into the comparative analyses of state support for governance or coordination of higher education.

Evaluation of statewide boards' contribution to the health, effectiveness, and efficiency of higher education appears to be sparse, given all of the claims about the advantages of boards and all of the complaints about their encroachment on institutional autonomy. Most of the published evaluations of statewide boards have generally involved some type of opinion survey. Such research is sometimes useful for determining market potential or assessing the feelings of constituencies. Whether it is useful for determining in economic, if not political or rational, terms the worth of a board is questionable.

The research on assessing the relative spending efforts of states for higher education is much further advanced than the research described above. Perhaps the most exemplary effort has been made by D. Kent Halstead (1982). His research has shown that there is wide variance among states in appropriation and tuition revenues per student; for example, $13,995 in Alaska and $3,318 in Washington.

The preliminary analysis of the relationship between state funding for central agencies and state funding for public higher education as a whole also discloses large variance among states. One of the initial concerns in undertaking this research was the

fear that the variance among states in the proportion of state appropriations for higher education received by central agencies would not vary enough to provide a discriminant measure. An analysis of appropriations for higher education in fourteen states has dispelled this fear. The percent of state appropriations for higher education for central operations varies from 0.1 percent for the Commission on Higher Education in Colorado to 3.3 percent for the State Board for Community Colleges in Virginia. (Table 7 presents a summary of the data.) Moreover, the percent of state appropriations would appear to be in line with the type of board; that is, governing boards, as would be expected, generally receive a greater percent of state appropriation than do coordinating boards. The small sample data also seem to indicate that those states which do better in funding higher education have relatively better funded boards. If this holds for the total population, it should provide a substantial offset to the expected finding that the more the statewide boards spend for operation, the more institutions spend for administration, and the less there is for where the action is--instruction.

Table 7

States Classified by Percentage of Allocations for Higher Education Received by Statewide Board for Operating Expenses for Selected Fiscal Year, 1980-1981[a]

State	Statewide Board for Higher Education	Type	Percentage of Allocations for Public Higher Education Received for Operating Expenses
1. Alabama	Commission on Higher Education	Coordinating	0.2%
2. Arizona	a) Board of Regents	Governing	0.5%
	b) State Board of Directors for Community Colleges	Coordinating	0.7%
3. Arkansas	Department of Higher Education, State Board of Higher Education	Coordinating	0.2%
4. California	Post-secondary Education Commission	Advisory/ Coordinating	0.1%
5. Colorado	Commission on Higher Education	Coordinating	0.1%
6. Connecticut	Board of Higher Education	Coordinating	0.6%
7. Illinois	a) Board of Higher Education	Governing	0.2%
	b) Community College Board	Coordinating	0.6%
8. Kentucky	Council on Higher Education	Coordinating	0.1%
9. Mississippi	a) Board of Trustees of State Institutions of Higher Learning	Governing	0.3%
	b) Division of Junior Colleges, State Department of Education	Coordinating	0.4%
10. New Jersey	Board of Higher Education	Coordinating	0.5%
11. North Carolina	a) Board of Governors of the University of North Carolina	Governing	1.4%
	b) State Board of Community Colleges and Technical Institutes	Governing	b
12. South Carolina	a) Commission on Higher Education	Coordinating	0.2%
	b) State Board for Technical and Comprehensive Education	Governing	1.7%
13. Tennessee	Higher Education Commission	Coordinating	0.2%
14. Virginia	a) State Council of Higher Education	Coordinating	0.3%
	b) State Board for Community Colleges	Governing	3.3%

[a]Source: 1980-1981 Appropriation Acts in State Session Laws for 1979 and 1980.
[b]Data is not currently available.

REFERENCES

Andrew, L. D., Fortune, J., & McCluskey, L. Analysis of uses of HEGIS data. Blacksburg, Virginia: Virginia Polytechnic Institute and State University, 1980.

Balderston, F. E. Statewide planning and the individual institution's reponse. In L. A. Glenny & G. B. Weathersby (Eds.), Statewide planning for post-secondary education: issues and design. Boulder, Colorado: National Center for Higher Education Management Systems, 1971.

Barzun, J. & Graff, H. F. The modern researcher. New York: Harcourt, Brace, 1970.

Berdahl, R. O. Statewide coordination of higher education. Washington, DC: American Council on Education, 1971.

Bowen, H. R. The costs of higher education. San Francisco: Jossey-Bass Publishers, 1980.

Callan, P. M. Evaluating planning by statewide boards. New Directions for Institutional Research, Spring 1975, 2, 15-26.

Chambers, M. M. Appropriations state tax funds for operating expenses of higher education 1980-1981. Washington, DC: National Association of State Universities and Land-Grant Colleges, October, 1980.

Cheit, E. F. Managing fiscal resources in higher education during a period of rising costs. Paper read at proceedings of Twenty-fourth Southern Regional Education Board Legislative Work Conference, Biloxi, Mississippi, August, 1975.

Education Commission of the States & Others. State post-secondary education profiles handbook. Denver, Colorado: Education Commission of the States Report, 1981, No. 88.

Glenny, L, & Hurst, J. Current statewide planning structures and powers. In. L. A. Glenny & G. B. Weathersby (Eds.), Statewide planning for post-secondary education: issues and design. Boulder, Colorado: National Center for Higher Education Management Systems, 1971.

Halstead, D. K. How states compare in financial support of higher education 1981-82. Washington, DC: National Institute of Education, 1982. (a)

Halstead, D. K. Statewide planning in higher education. Washington, DC: U. S. Government Printing Office, 1974. (b)

Harcleroad, F. F. Can state systems adapt models of business decentralization? New Directions for Institutional Research, Spring 1975, 2, 27-42. (a)

Harcleroad, F. F. and Others. Institutional efficiency in state systems of public higher education. Report Series 1975-76 No. 1, November 1975. American Association of State Colleges and Universities, Washington, DC (b).

Harris, N. C. State-level leadership for occupational education. In J. L. Wattenburger & L. W. Bender (Eds.), Improving statewide planning. San Francisco: Jossey-Bass Publishers, 1974.

Hinkle, D. E., Wiersma, W., & Jurs, S. G. Applied statistics for the behavioral sciences. Chicago: Rand McNally, 1979.

Kerlinger, F. N. Foundation of behavioral research. New York: Holt, Rinehart & Winston, 1973.

McCoy, M. The utility of HEGIS finance data: a researcher's perspective. Paper read at Proceedings of the Joint Study Group on the Utility of HEGIS Finance Data, Washington, DC, May, 1980.

McTarnaghan, R. E. A coordinating board view. In J. L. Wattenburger & L. W. Bender (Eds), Improving statewide planning. San Francisco: Jossey-Bass Publishers, 1974.

Millard, R. M. State boards of higher education. ERIC/Higher Education Research Report, 1976, No. 4.

Minter, W. J., and Bowen, H. R. Despite economic ills, colleges weathered the 70's with larger enrollments and stronger programs. The Chronicle of Higher Education, 1982, 11, 5-6. (a)

Minter, W. J., and Bowen, H. R. While colleges have proved to be adaptable and tenacious, they are also vulnerable. The Chronicle of Higher Education, 1982, 14 9-10. (b)

Parkinson, C. N. In-laws and outlaws. Boston: Houghton Mifflin Company, 1962.

Scully, M. G. Universities urged to reassert their right to govern themselves. The Chronicle of Higher Education, 1982, 7, 1, 10, 12.

Smith, C. R. and Davis, G. C. Education directory, colleges and universities 1980-81. Washington, DC: National Center for Education Statistics, 1981.

Williams, D. T., Jr. Efficiency and the rise of state coordinating boards for higher education 1905-1945. Paper read at Annual Meeting of the Association for the Study of Higher Education, Washington, DC, March, 1980.

APPENDICES

APPENDIX A
LIST OF STATEWIDE BOARDS FOR HIGHER EDUCATION
ENCOMPASSED BY THE STUDY

	STATE		STATEWIDE BOARD FOR HIGHER EDUCATION	TYPE
1.	Alabama		Commission on Higher Education	Coordinating
2.	Alaska		Commission on Post-secondary Education	Coordinating
3.	Arizona	a)	Board of Regents	Governing
		b)	State Board of Directors for Community Colleges	Coordinating
4.	Arkansas		Department of Higher Education, State Board of Higher Education	Coordinating
5.	California		Post-secondary Education Commission	Coordinating/ Advisory
6.	Colorado		Commission on Higher Education	Coordinating
7.	Connecticut		Board of Higher Education	Coordinating
8.	Florida		State Board of Education:	
		a)	Board of Regents, State University System of Florida	Governing
		b)	Community College Coordinating Board	Coordinating
9.	Georgia		Board of Regents of the University System of Georgia	Governing
10.	Hawaii		Board of Regents of the University of Hawaii	Governing
11.	Idaho		Board of Regents of the University of Idaho	Governing
12.	Illinois	a)	Board of Higher Education	Governing
		b)	Community College Board	Coordinating
13.	Indiana		Commission for Higher Education	Coordinating
14.	Iowa	a)	State Board of Regents	Governing
		b)	State Board of Public Instruction	Coordinating
15.	Kansas	a)	State Board of Regents	Governing
		b)	State Board of Education	Coordinating
16.	Kentucky		Council on Higher Education	Coordinating
17.	Louisiana		Board of Regents	Coordinating

APPENDIX A (continued)

	STATE		STATEWIDE BOARD FOR HIGHER EDUCATION	TYPE
18.	Maine		Board of Trustees of the University of Maine	Governing
19.	Maryland	a)	State Board of Higher Education	Coordinating
		b)	State Board for Community Colleges	Coordinating
20.	Massachusetts		Board of Regents of Higher Education	Governing
21.	Michigan	a)	State Board of Education	Coordinating
		b)	Community College Board	Coordinating/ Advisory
22.	Minnesota	a)	Higher Education Coordinating Board	Coordinating
		b)	State Board for Community Colleges	Governing
23.	Mississippi	a)	Board of Trustees of State Institutions of Higher Learning	Governing
		b)	Division of Junior Colleges, State Department of Education	Coordinating
24.	Missouri		Department of Higher Education, Coordinating Board for Higher Education	Coordinating
25.	Montana		Board of Regents of Higher Education	Governing
26.	Nebraska		Coordinating Commission for Post-secondary Education	Coordinating
27.	Nevada		Board of Regents of the University of Nevada System	Governing
28.	New Hampshire		Postsecondary Education Commission	Coordinating
29.	New Jersey		Board of Higher Education	Coordinating
30.	New Mexico		Board of Educational Finance	Coordinating
31.	New York		Regents of the University of the State of New York	Coordinating
32.	North Carolina	a)	Board of Governors of the University of North Carolina	Governing
		b)	State Board of Community Colleges and Technical Institutes	Governing
33.	North Dakota		Board of Higher Education	Governing
34.	Ohio		Board of Regents	Coordinating
35.	Oklahoma		State Regents for Higher Education	Coordinating

APPENDIX A (continued)

	STATE	STATEWIDE BOARD FOR HIGHER EDUCATION	TYPE
36.	Oregon	Educational Coordinating Council	Coordinating
37.	Pennyslvania	State Department of Education	Coordinating
38.	Rhode Island	Board of Governors for Higher Education	Governing
39.	South Carolina	a) Commission on Higher Education	Coordinating
		b) State Board for Technical and Comprehensive Education	Governing
40.	South Dakota	Board of Regents	Governing
41.	Tennessee	Higher Education Commission	Coordinating
42.	Texas	Coordinating Board, Texas College and University System	Coordinating
43.	Utah	State Board of Regents	Governing
44.	Virginia	a) State Council of Higher Education	Coordinating
		b) State Board for Community Colleges	Governing
45.	Washington	a) Council for Post-secondary Education	Coordinating
		b) State Board for Community College Education	Governing
46.	West Virginia	Board of Regents	Governing
47.	Wisconsin	a) Board of Regents of the University of Wisconsin System	Governing
		b) Board of Vocational, Technical and Adult Education	Governing

APPENDIX B

LOCATION AND DESCRIPTION OF SUBSETS OF INSTITUTIONS DERIVED FROM HEGIS DATA FOR USE IN THE STUDY

	SUBSET DESCRIPTION	LOCATION AND DESCRIPTIONS	HEGIS DATA
1.	Level of Offering	Line 22 Level of Offering(s) Part 3 Diploma or certificate program of at least 2 but less than 4 years of work beyond grade 12 Part 4 Associate degree-granting program of at least 2 years Part 5 Four- or Five-year baccalaureate degree-granting program Part 6 First professional degree Part 7 Master's and/or work beyond the first professional degree Part 8 Work beyond the master's level but not at doctor's level Part 9 Doctor of philosophy or equivalent level	Institutional Characteristics

APPENDIX C

LOCATION AND DESCRIPTION OF VARIABLES DERIVED FROM HEGIS DATA FOR USE IN THE STUDY

	VARIABLE DESCRIPTION	LOCATION AND DESCRIPTIONS	HEGIS DATA
1.	Instruction Expenditures	Part B - Line 1 Instruction	Financial
	Total Educational Expenditures	---	
		Part B - Line 1 Instruction	Financial
		- Line 4 Academic Support	Financial
		- Line 6 Student Services	Financial
		- Line 7 Institutional Support	Financial
		- Line 8 Operation and Maintenance of Plant	Financial
		- Line 9 Scholarships and Fellowships, Awards from Unrestricted Funds	Financial
		- Line 10 Scholarship and Fellowship, Awards from Restricted Funds	Financial
2.	Institutional Support (Administration) Expenditures	Part B - Line 7 Institutional Support	Financial
	Total Educational Expenditures	---	
		Part B - Line 1 Instruction	Financial
		- Line 4 Academic Support	Financial
		- Line 6 Student Services	Financial
		- Line 7 Institutional Support	Financial
		- Line 8 Operation and Maintenance of Plant	Financial
		- Line 9 Scholarships and Fellowships, Awards from Unrestricted Funds	Financial
		- Line 10 Scholarships and Fellowships, Awards from Restricted Funds	Financial

APPENDIX D

LOCATION OF VARIABLES DERIVED FROM OTHER DATA SOURCES FOR USE IN THE STUDY

	VARIABLE DESCRIPTION	DATA SOURCE
1.	State Allocations for Operation of Statewide Board for Higher Education Total State Allocations for System of Higher Education	1980-1981 Appropriation Act for Each of Fifty States; Appropriations State Tax Funds for Operating Expenses of Higher Education, 1980-1981 (Chambers, 1980)
2.	Type of Statewide Board for Higher Education	State Post-secondary Education Profiles Handbook (Education Commission of the States, 1981)
3.	Age of Statewide Board for Higher Education	State Post-secondary Education Profiles Handbook (Education Commission of the States, 1981)
4.	Load Adjusted Support Level Appropriation and Tuition Revenues per Full-Time-Equivalent Student	How States Compare in Financial Support of Higher Education, 1981-82 (Halstead, 1982)

APPENDIX E

DESCRIPTION OF MODEL FOR MEASURING FACTORS GOVERNING STATE SUPPORT OF PUBLIC HIGHER EDUCATION

The model consists of seven independent factors and eight derived or dependent factors, including the output measure of financial support. These factors combine in the formula as follows:

$$\underbrace{\text{Resident Student Source} \times \text{College Attendance Ratio}}_{\text{Student Enrollment}} \times \text{System Cost Index} = \text{Student Enrollment Adjusted}$$

$$\frac{\underbrace{\text{Tax Capacity} \times \text{Tax Effort}}_{\text{Tax Revenues}} \times \text{Allocation to Public Higher Education}}{\text{Student Enrollment}} = \text{State and Local Appropriations per student}$$

$$\text{State and Local Appropriations per Student} \times \left[\text{Tuition Factor} - 1.00\right] = \text{Estimated Tuition per student}$$

$$\text{State and Local Appropriations per Student} + \text{Estimated Tuition per Student} = \text{Appropriation and Tuition Revenues per Student Adjusted for Load (Output)}$$

STATE SUPPORT OF HIGHER EDUCATION, FY 1980-1981

Estimated Appropriations and Tuition Revenues per Student Adjusted (Output)

State	Dollars Per Student Adjusted	Index
Alabama	4,077	95
Alaska	13,995	322
Arizona	3,901	90
Arkansas	3,928	90
California	4,958	114
Colorado	3,437	79
Connecticut	4,966	114
Delaware	4,649	107
Florida	4,458	103
Georgia	4,366	101
Hawaii	3,904	90
Idaho	4,672	108
Illinois	4,519	104
Indiana	4,384	101
Iowa	4,433	102

APPENDIX E (continued)

State	Dollars Per Student Adjusted	Index
Kansas	3,723	86
Kentucky	4,001	92
Louisiana	4,150	96
Maine	3,990	92
Maryland	4,192	97
Massachusetts	3,569	82
Michigan	4,067	94
Minnesota	3,794	88
Mississippi	4,006	93
Missouri	4,129	95
Montana	3,580	82
Nebraska	3,294	76
Nevada	5,089	117
New Hampshire	3,387	78
New Jersey	4,181	96
New Mexico	3,886	89
New York	5.872	135
North Carolina	4,813	111
North Dakota	3,541	82
Ohio	3,750	86
Oklahoma	3,019	70
Oregon	4,092	94
Pennsylvania	5,355	123
Rhode Island	4,270	98
South Carolina	4,528	104
South Dakota	3,261	75
Tennessee	3,459	80
Texas	3,890	90
Utah	3,629	84
Vermont	4,481	103
Virginia	4,218	97
Washington	3,318	76
West Virginia	3,729	86
Wisconsin	4,154	96
Wyoming	7,521	173
United States	4,316	100

Source: D. Kent Halstead, How States Compare in Financial Support of Higher Education 1981-82, (Washington, DC: National Institute of Education, 1982).

APPENDIX F

LIST OF STATES AND TOTAL NUMBER OF HIGHER EDUCATION INSTITUTIONS ENCOMPASSED BY THE STUDY

	STATE	Total	PUBLICLY CONTROLLED INSTITITIONS 4-Year	2-Year
1.	Alabama	36	16	20
2.	Alaska	12	3	9
3.	Arizona	17	3	14
4.	Arkansas	19	10	9
5.	California	135	30	105
6.	Colorado	28	13	15
7.	Connecticut	24	6	18
8.	Delaware	6	2	4
9.	Florida	37	9	28
10.	Georgia	34	17	17
11.	Hawaii	9	3	6
12.	Idaho	6	4	2
13.	Illinois	63	13	50
14.	Indiana	24	13	11
15.	Iowa	22	3	19
16.	Kansas	29	8	21
17.	Kentucky	9	8	1
18.	Louisiana	20	14	6
19.	Maine	11	7	4
20.	Maryland	32	13	19
21.	Massachusetts	33	15	18
22.	Michigan	45	15	30
23.	Minnesota	30	10	20
24.	Mississippi	27	9	18
25.	Missouri	28	13	15
26.	Montana	9	6	3
27.	Nebraska	16	7	9
28.	Nevada	5	2	3
29.	New Hampshire	10	3	7
30.	New Jersey	31	14	17
31.	New Mexico	16	6	10
32.	New York	82	40	42
33.	North Carolina	73	16	57
34.	North Dakota	11	6	5
35.	Ohio	60	14	46
36.	Oklahoma	29	14	15
37.	Oregon	21	8	13
38.	Pennsylvania	61	23	38
39.	Rhode Island	3	2	1
40.	South Carolina	33	12	21

APPENDIX F (continued)

	STATE	Total	PUBLICLY CONTROLLED INSTITUTIONS 4-Year	2-Year
41.	South Dakota	8	7	1
42.	Tennessee	23	10	13
43.	Texas	95	37	58
44.	Utah	9	4	5
45.	Vermont	6	4	2
46.	Virginia	39	15	24
47.	Washington	33	6	27
48.	West Virginia	17	12	5
49.	Wisconsin	30	13	17
50.	Wyoming	8	1	7
	Aggregate	1472	540	932

(National Center for Education Statistics, 1980)

PUBLIC POLICY DEFINITIONS

Expansion of Access:

State-level policies, directives, legislation and agency decisions concerned with increasing the number of students attending public colleges and universities. Policies providing categorical assistance to particular student groups seeking access to higher education would be an example of policy initiatives concerned with expansion of access.

Diversity of Choice:

State policies for higher education directed toward maintaining, limiting, or expanding the number of postsecondary institutions (public/private, two-year/four-year, denominational/non-denominational, liberal arts/technical, etc.) that students can select for attendance.

Cost Containment:

State-level policies, directives, and decisions aimed at reducing or holding constant the cost of tuition for students attending public colleges and universities. Policies imposed by higher education coordinating boards designed to place a "ceiling" on student tuition costs at public institutions would be an example of public policy concerned with cost containment.

Quality:

State policies for higher education designed to improve the quality of programs, services, and instruction offered by public colleges and universities. Categorical state assistance provided to postsecondary institutions for program enrichment, faculty and staff development, and program development and evaluation would be an example of public policy directed toward the issue of quality.

Productivity:

State-level higher education policies designed to increase the productivity of colleges and universities in terms of lowered student attrition rates, increased faculty-student ratios, higher percentages of graduates, and improved institutional performance in the face of declining resources.

Governance:

State policy for higher education aimed at increasing or decreasing the autonomy of public colleges and universities in decisions related to programs, enrollment, expenditures, and tuition pricing.

Institutional Subsidization:

Policies directed toward reduction, expansion, or maintenance of state support for programs ans services in public colleges and universities. State agency policies developed to adjust institutional enrollment and staffing levels to changing state resources would be an example of policy initiatives concerned with institutional subsidization.

Student Subsidization:

State policies for higher education designed to provide categorical assistance to students seeking access to public colleges and universities. State agency policies regulating student eligibility for tuition grants would constitute an example of public policy concerned with student subsidization.

PUBLIC POLICY RESEARCH TECHNIQUES

1. Absolute Scale Technique

COST CONTAINMENT

Presented below is a list of public policy options that might reduce or control the cost of higher education to students attending public colleges and universities in the state, but each of them will have an impact on college and university budgets and the state economy. Keeping in mind its possible impact, indicate your assessment of the need for or "importance" of each policy option with respect to the current or future (1983-85) public policy agenda for higher education in the state. Using the six-point scale below, mark the number (1 through 6) which most closely represents your feeling about the option in the blank space to the left of the option number.

1	2	3	4	5	6
Very Important	Impor-tant	Uncer-tain	Un-impor-tant	No Importance Whatsoever	Have Given no Thought to Option

PUBLIC POLICY COST CONTAINMENT

_____ 1. The federal government should put more money into student financial aid programs to reduce the actual cost of higher education to students in the face of rising tuition costs imposed by public colleges and universities.

_____ 2. Public colleges and universities should increase enrollments (without additional state aid) to generate additional tuition revenue thereby producing economies per scale and reducing, or holding stable, costs to students.

_____ 3. Public colleges and universities should reduce expenditures wherever possible and pass on the savings to students in the form of constant tuition rates and educational costs.

_____ 4. The state should appropriate additional funds to public colleges and universities to offset inflation in institutional operating costs and to reduce, or hold stable, the cost of tuition for students.

_____ 5. Public colleges and universities should increase support from private-sector sources (alumni, business and industry, foundations, etc.) to meet rising costs and hold tuition constant for students.

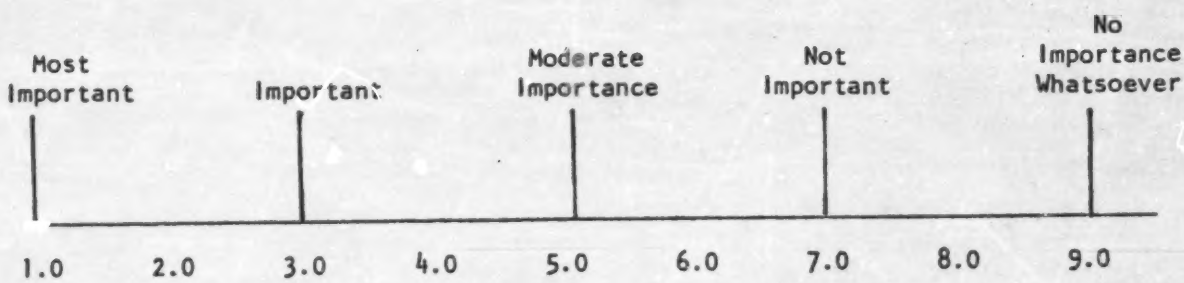
_____ 6. State level policies are necessary to control tuition costs for students attending public colleges and universities in the state; such policies should be developed by state agencies in conjunction with college and university administrators and should regulate student tuition costs on a temporary or permanent basis.

II. Rank-Order Technique

A) Presented below is a list of public policy initiatives for higher education that could be a subject of interest in your state depending on prevailing economic and demographic conditions. Using the definitions for public policy provided on page , rank each policy initiative in terms of its "importance" as a topic requiring policy consideration by higher education coordinating boards or elected officials in the state legislature at two points in time: 1) the present/July 1983 and 2) two years into the future/July 1985. Assign a number of "1" to the most important policy initiative and number each policy initiative in order of decreasing importance with a number of "8" assigned to the least important initiative. If higher education policy initiatives that are important in your state are not included in the list below, please add them to the list and rank them in order of importance relative to the other initiatives.

"IMPORTANCE" RANKING		PUBLIC POLICY INITIATIVE (STATE LEVEL)
Now	2 Years into Future	
_____	_____	Cost containment
_____	_____	Diversity of Choice
_____	_____	Expansion of Access
_____	_____	Governance
_____	_____	Institutional Subsidization
_____	_____	Productivity
_____	_____	Quality
_____	_____	Student Subsidization
_____	_____	Other: _____
_____	_____	Other: _____
_____	_____	Other: _____

B) To obtain some idea as to the degree of difference between these policy initiatives in terms of their importance for policy consideration by state agencies and officials, please identify the point on the scale below at which each policy initiative should be located. Write the name of the policy initiative directly below the "point."



III. Open-End Technique

Please identify and describe in the space below higher education public policy issues--other than those listed above--which are important in your state.

PUBLIC POLICY ISSUE	DESCRIPTION